

ACTis provides risk analysis and early intervention recommendations against state capture and corruption in South African government institutions

MUNICIPAL GOVERNMENT

ACT | ACCOUNTABILITY TRACKER

ISS | INSTITUTE FOR SECURITY STUDIES

Midvaal Local Municipality

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About the Institution

Midvaal Local Municipality (Midvaal) is part of the Sedibeng District Municipality in the Gauteng Province. The Municipality is responsible for local government operations, including spatial planning and economic development, and for essential service delivery, including water, electricity, sewage and sanitation, and waste management. The Executive Mayor is the political head, while the Municipal Manager is the administrative head and accounting officer. In 2024/25, Midvaal’s expenditure was R1.78bn.

Flag Status

1	2	3	4	5	6	7	8	9
								
Improper appointments	Co-opting key functions	Climate of fear or favour	Corrupt awards	Financial malpractice	Obstructing accountability	Manipulating perceptions	Private gain	Shadow network

ISS Analysis

- ACTis has raised no flags for Midvaal and placed one under monitoring.
 - Midvaal’s record of sound financial governance and strong internal controls is evidenced by its 12th consecutive unqualified audit with no findings.
 - ACTis is monitoring Midvaal for further signs of a pattern of retaining senior officials implicated in misconduct. This was prompted by the suspension of two senior officials on separate charges, where the sanction received is unknown, and they continue in their positions.
- Midvaal reportedly has an average revenue collection rate of between 90% and 95% over the past five years and can adopt fully funded budgets every year. Refuse collection has reportedly been uninterrupted during this time. Electricity losses were 7.28% in 2024/25, compared to 30% in the City of Johannesburg Metropolitan Municipality, 30% in the Emalahleni Local Municipality in Mpumalanga, 21% in the City of Tshwane Metropolitan Municipality, and 11.2% for the City of Cape Town Metropolitan Municipality.¹



Findings

Flag #1

Improper Appointments



The flag is being monitored to identify whether a pattern of retaining unsuitable senior officials is prevalent.

- Executive Director: Corporate Services, Solly Cave, was suspended on 5 November 2025, although sources offer different explanations. The 2025/26 draft Annual Report said his suspension stemmed from allegations of victimisation and intimidation of subordinates, and unprofessional behaviour. The matter was still 'in progress' at the time of the report's publication.² However, an investigative media report in June 2026 alleged that Cave was suspended over procurement-related offences and found guilty in mid-2026. The misconduct reportedly included contravening the Municipal Finance Management Act, irregular expenditure, dishonesty and failure to report material procurement irregularities.³ The action taken against Cave could not be verified with publicly available information; however, Midvaal's own website and local news reports suggest Cave continues to serve in the post.⁴
 - In his capacity as former Acting Deputy Director-General: Human Resource Management and Development & Corporate Services for the Gauteng Department of Health, Cave was named in the Public Protector's 2024 investigation report into Dr Ashley Mthunzi's appointment as Chief Executive Officer of Tembisa Hospital. He was a member of the selection committee that interviewed Mthunzi, which the Public Protector found collectively guilty of improper conduct and maladministration. Cave left the Department during the Public Protector's investigation.⁵
- The Director of Development and Planning, Katlego Mokwena, was suspended in April 2025 over allegations of involvement in 'township establishment', according to the Midvaal draft annual report for 2025/26, which contains information on suspensions. The report shows that the disciplinary process was finalised on 31 January 2026, but it includes no further details on the exact allegations or outcomes. Official Midvaal documents show that Mokwena has continued in the post, having signed a performance agreement for 2026/27 on 31 July 2026. The documents also show that Mokwena's role involves approving building plans, processing land-use applications and dealing with land invasion complaints.⁶



Flag raised



Flag lowered



Under monitoring

Flag #5

Financial Malpractice

Findings indicating resilience have been observed under the flag.

- The Auditor-General of South Africa (AGSA) found no significant deficiencies in the Municipality's internal control environment in the 2024/25 financial year.⁷
- The AGSA has made no findings in its audits of Midvaal over the last 12 years. This means that there have been no significant issues in performance reporting or compliance with public finance regulations.⁸

Flag #6

Obstructing Accountability

Findings indicating resilience have been observed under the flag.

- Midvaal achieved its 12th consecutive unqualified audit in 2024/25. This means the Municipality is considered to provide the public with a fair representation of its financial situation in its financial statements.⁹



Flag raised



Flag lowered



Under monitoring

Recommended Actions

	DUTY BEARER	ACTION(S)	ASSOCIATED FLAGS
1.	Midvaal Local Municipality Executive Mayor and Members of the Mayoral Committee	Provide clarity on the status of and consequence management for senior officials status at the Municipality who have been implicated in alleged misconduct.	Flag #1: Improper Appointments



Flag raised



Flag lowered



Under monitoring

The 9 Flags

Flag #1

Improper Appointments

Improper appointments, dismissals or failure to remove individuals in senior positions may be used to drive a corrupt agenda.

Flag #4

Corrupt Awards

Contracts, licences, partnerships, loans and/or investments may be awarded irregularly and repeatedly benefit the same actors.

Flag #7

Manipulating Perceptions

A public narrative that frames misconduct as innocence may be promoted.

Flag #2

Co-opting Key Functions

Informal control may be established over critical functions within the institution to abuse them.

Flag #5

Financial Malpractice

The institution's financial management practices may be abused to advance a corrupt agenda.

Flag #8

Private Gain

Illicit gains may be distributed to benefit the same actors.

Flag #3

Climate of Fear or Favour

The working culture favours loyalty over duty; alignment with a corrupt agenda is rewarded, and resistance is punished.

Flag #6

Obstructing Accountability

The institution's internal operations might be deliberately obscured to hide potential misconduct.

Flag #9

Shadow Network

The same public and private actors may collude to gain control over an institution's assets and functions, benefiting repeatedly.

About ACTis

What is ACTis?

The Anti-Corruption Tracker Information System is an initiative of the Anti-Corruption and Accountability Project at the Institute for Security Studies. It provides analysis on corruption and state capture in South Africa, to inform early intervention and enforcement. It utilises a system of indicators and an AI-driven data-collection and analysis tool, validated by human experts. It identifies risks within individual government institutions and produces actionable recommendations to address them, with a view to disrupting patterns of state capture and corruption.

Findings are shared directly with government and other duty-bearers, civil society organisations, the media and the public, empowering authorities to intervene, strengthening accountability, and enabling citizens activism.

Links to ACTis Information:

Further project information may be found at the following links:

[Terms and Definitions](#)

[Project Methodology and Analytical Framework](#)

[About the Anti-Corruption and Accountability project](#)

[About the Institute for Security Studies](#)

Contact us:
actis@issafrica.org

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Flag raised



Flag lowered



Under monitoring

References

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- ²Midvaal Local Municipality, Draft Annual Report 2025/2026, 31 August 2026, <https://www.midvaal.gov.za/wp-content/uploads/2026/09/1.1-DRAFT-ANNUAL-REPORT-31-AUG-2026.pdf>, p. 215.
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- ⁷Midvaal Local Municipality, Final Reviewed Annual Report 2024/2025, 31 January 2026, <https://www.midvaal.gov.za/wp-content/uploads/2026/01/1.-FINAL-REVIEWED-ANNUAL-REPORT-31-JAN-2026.pdf>, p. 246.
- ⁸Midvaal Local Municipality, Final Reviewed Annual Report 2024/2025, 31 January 2026, <https://www.midvaal.gov.za/wp-content/uploads/2026/01/1.-FINAL-REVIEWED-ANNUAL-REPORT-31-JAN-2026.pdf>.
- ⁹Midvaal Local Municipality, Final Reviewed Annual Report 2024/2025, 31 January 2026, <https://www.midvaal.gov.za/wp-content/uploads/2026/01/1.-FINAL-REVIEWED-ANNUAL-REPORT-31-JAN-2026.pdf>.



Flag raised



Flag lowered



Under monitoring